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ABSTRACT

This fourth annual report on Women's Educational Equity Act (WEEA) programs highlights the major areas addressed by the National Advisory Council on Women's Educational Programs in 1978. The report begins with an introductory summary of the Council's work since 1975 followed by brief discussions reporting the 1978 revisions in WEEA and the implementation of Title IX. The next three sections cover council activities in the areas of vocational education, neglected women, and project site visits. The report concludes with a description of other council activities, such as Education Division monitoring, outreach, and projects in process. The appendix contains the WEEA (P.L. 95-561), a description of the Council's committee structure and membership, a summary of the meetings held by the Council and its committees, and a list of Council publications. (EM)

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EDUCATIONAL EQUITY: ♀ THE CONTINUING CHALLENGE

Fourth Annual Report 1978

National Advisory Council on Women's Educational Programs

Established by Congress through the Women's Educational Equity Act

CE 024042

MAR 1 4 1980

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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The National Advisory Council on Women's Educational Programs was established by Congress through the Women's Educational Equity Act of 1974. Its twenty members—seventeen appointed by the President and three ex officio—make policy recommendations to Federal education officials to help achieve educational equity for women and girls. The Council's mandate addresses not only the Women's Educational Equity Act but all Federal policies and programs affecting women's education at every level. The Council strives to incorporate a concern for the special needs of women and girls into all federally aided education programs. It also seeks to promote an awareness of and sensitivity to the unique needs of minority women.

national advisory council on women's educational programs

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March 31, 1979

The President
The White House
Washington, DC

Dear Mr. President:

The National Advisory Council on Women's Educational Programs is pleased to transmit to you its 1978 Annual Report. In the past year, as the Council made significant strides in the direction of educational equity for women and girls, passage of new and expanded WEEA legislation broadened the scope of the program and the Council mandate.

The new law authorizes a second level of grants to assist school systems in implementing Title IX of the Education Amendments of 1972. Once funded, this second level will help assure that the model products and programs already developed by earlier WEEA demonstration projects will be institutionalized throughout the educational system.

The Council is pleased with the new legislation and already has begun to fulfill its expanded role by advising the Secretary of Health, Education and Welfare and the Office for Civil Rights. We anticipate great progress toward educational equity in the year to come.

We appreciate the opportunity to serve as members of the Council and trust in your continued leadership and support.

Sincerely,

Marjorie Bell Chambers

Marjorie Bell Chambers
Chair

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Term expired 1978

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Nashville, TN
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JON FULLER
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Staff Director
U.S. Commission on Civil Rights

Director, Women's Bureau
U.S. Department of Labor

Director, Women's Action Program
U.S. Department of HEW

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Introduction

. . . TEACHING, PERSUADING AND NEEDLING . . .

"I would hope that this Council can be a little bit different than some in what you do and how you do it. . . . We need to spend a lot of time teaching and persuading and needling to get the kinds of changes that are going to have to be made in American education."

Since its first meeting in June, 1975, the National Advisory Council on Women's Educational Programs has taken seriously this exhortation of then Commissioner T. H. Bell. Now, three years later, the Council's first Congressional authorization has been replaced by a new, far broader mandate. It is time to look back and ahead to see how this Council has been "a little bit different," whether its "needling" has led to any real improvement in American education and which tasks remain to be completed.

The Council has become increasingly aware of the need to work for educational equity for minority women who suffer double discrimination based on race and sex. The Council highlights this issue in virtually every topic it discusses. It also investigates the unique educational needs of special populations of women. In 1976, it conducted the first comprehensive study of the special educational needs of rural women. The report inspired a group of women involved in one of the research hearings to join together and form the Council of Appalachian Women. Another group planned and conducted the first Rural American Women's Conference. The 1977 National Women's Conference Plan of Action incorporated the Council's recommendations in its rural plank. These and other offshoots show that the ripple effect of that first report is far from over.

The Council also has studied the educational needs of Indian women, displaced homemakers, single mothers and older women. It is currently investigating the socialization of black women and the educational needs of blue and pink collar women.

Very early, the Council discovered that vocational and career education are among the chief battlegrounds in the struggle for educational equity.

The Council acted informally (assisting a USOE task force on the subject) and formally (commenting on proposed regulations) to help define the issues subsequently addressed in the new regulations for the 1976 Vocational Education Amendments. The Council also alerted citizens to the schedule for open meetings in every state to obtain the views

of the public on the matters to be resolved in the regulations. It analyzed public comments on the provisional regulations and used the analysis to show wide support for strong regulations designed to eliminate sex bias and sex stereotyping from vocational education programs. This effort was successful. The final regulations, reflecting Congressional intent, incorporated numerous sex equity concerns. The Council currently is a partner with the National Advisory Council on Vocational Education in the Joint Task Force on Sex Equity in Vocational Education.

The Council responded enthusiastically to an invitation to testify before the House and Senate in the development of the Career Education Incentive Act. Though the original bill showed little concern for sex bias and stereotyping in career education, the final version incorporated the Council's suggestions making the elimination of sex bias and stereotyping from career education one of the goals of the statute. Later, the Council worked with the Office of Education in the early stages of regulation development to strengthen the anti-sex bias provisions of the career education regulations. Council representatives also participated in public hearings on the regulations.

In 1975, the first Council members were appointed too late to have a major influence on the provisional regulations for the Council's own Women's Educational Equity Act. But during the public comment period, the Council worked formally and informally to simplify the document's complex, technical language. It succeeded in achieving more readable final regulations and began to establish itself as a champion of plain English.

This year, working with the Women's Program Staff since the earliest stages of regulation development, the Council has helped to fashion draft regulations that nearly everyone should be able to understand. The Council hopes the simplified regulations will encourage everyone—not just experienced grants writers—to compete for awards.

In 1977, the Council's evaluation report on the first year of the WEEA grant program suggested improvements in several areas. In each case, the Office of Education Women's Programs Staff (WPS) was quick to respond as demonstrated by the following:

- Communications and outreach—In 1978, before drafting regulations, the Women's Program Staff held a lengthy series of meetings with representatives of interest groups in the women's and education communities to discuss issues and needs. WPS also developed an extensive special mailing list, including minority women's organizations, to notify them of Program activities and the schedule for WEEA applications.
- Timeliness of grant awards—WPS had established a new timetable to assure earlier awards, thereby allowing projects more time to hire staff and begin work.
- Technical assistance—WPS contracted for free workshops throughout the

United States to teach women to write grant proposals for WEEA and other funding.

In these and other ways, the Council and the Women's Program Staff have worked together to improve and expand the WEEA Program and make it more accessible to applicants who may lack technical expertise.

The Council's posture toward Title IX of the Education Amendments of 1972 has always been extremely supportive of the statute and watchful of attempts to weaken it. The Council developed a groundbreaking study of Title IX enforcement by agencies other than HEW with educational programs covered by the law. It found that Title IX was being largely ignored by agencies responsible for enforcing it.

The Council also recommended expansion of the Women's Educational Equity Act Program by the addition of a new category of incentive grants to school districts to aid in Title IX compliance efforts. Since Congress incorporated this and other Council recommendations in the new Women's Educational Equity Act legislation, the Council will be even more deeply involved in Title IX issues in the years to come.

The Council has done much of its "needling" within the Education Division of HEW. A Council investigation of whether Education Division offices were practicing the sex equity they preached produced disappointing data and numerous recommendations for improvement.

One of the Council's chief goals for the Education Division is that it "mainstream" women's issues. Rather than having a single, separate, women's advocacy office solely responsible for all aspects of women's educational equity, each office should automatically include equity concerns with all other normal program considerations. One way to help assure this is to see that women are equitably represented in responsible positions at all levels. The Council continues to monitor progress toward this goal and to "needle" the Division as necessary.

The Council has seen good times and bad times in these last three years:

- While the WEEA appropriation has progressively increased from $6.2 million in fiscal year 1976 to $9 million in FY 1970, with $10 million in the budget for FY 1980, it is still a paltry sum to deal with a problem of this magnitude. As then Executive Deputy Commissioner Duane Mattheis commented during that first Council meeting in 1975, "If we achieve... educational equity for women in the United States as a result of this law and those amounts of money, that is going to be the most significant accomplishment in the history of education."

- The new WEEA legislation has tremendous potential to assist in implementing Title IX, but the direct local assistance component cannot be triggered until funding exceeds $15 million. And the Council is aware that,

in this time of fiscal cutbacks, the achievement of educational equity for more than half the population may not be considered a high priority.

- There has been increasing movement to include concern for women's equity throughout the activities of Federal and other institutions, but concurrent with its efforts to bring about this "mainstreaming," the Council recognizes a danger that, if everyone is theoretically responsible for women's equity, perhaps no one will be accountable. The Council must assure that apparent progress in this area doesn't mask backsliding.

- Improvements have been made in vocational and career education through the passage of progressive new laws, but the Council realizes that legislation alone cannot achieve sex equity. It must be backed up by strong enforcement and, even more important, a firm belief among Americans that girls and boys deserve equal opportunities in education and in life.

Women's Educational Equity Act

Until 1978, the Council had no official relationship with Title IX. While a connection obviously existed between the Women's Educational Equity Act (WEEA), whose purpose is to provide educational equity for women, and Title IX, which prohibits sex discrimination in federally assisted educational programs, that correlation had not been defined legislatively. Title IX was not even mentioned in the text of the original Women's Educational Equity Act.

Meanwhile, the Council had become increasingly aware that, without the assistance of Federal funds, some local school districts would face financial difficulties if they seriously attempted to implement Title IX. Such implementation costs could impede good faith efforts to comply while rationalizing inertia where no good faith exists.

In 1978, the Council recommended broad changes in the WEEA legislation to simultaneously clarify its relationship with Title IX and make it responsive to local Title IX implementation needs. The Council plan called for the Act to continue its funding of national model programs and products, and to add a new level of incentive grants to assist local school districts and others in implementing Title IX. Specific Council recommendations included the following:

- Incorporation into the purpose clause of WEEA an explicit mandate to assist in the implementation of Title IX.
- Development of a "two tier" structure to implement the two purposes of the Act:
  - the first $15 million of any appropriation would be earmarked for demonstration and dissemination grants and contracts;
  - all funds appropriated beyond that amount would be used to assist local initiatives to achieve equity and comply with Title IX.
- Expansion of the Council's mandate to include advising the Secretary of HEW as well as the Assistant Secretary for Education and the Commissioner of Education. This will enable the Council to advise the Office for Civil Rights directly on the administration of anti-discrimination statutes.

Council staff worked daily with Congressional and advocacy group representatives throughout the first part of 1978 developing legislative language and supplying background information on request. Ultimately, the revised WEEA moved through both Houses of Congress without any of the difficulties characteristic of legislation addressing sex based inequities.

To accommodate its expanded mission under the new WEEA, the Council replaced its Legislation Committee with a Civil Rights Committee. It charged the new Committee to assist it in advising on sex discrimination legislation, regulations and policies.

Title IX

Since the passage of Title IX, women's advocacy groups have criticized the Department of Health, Education and Welfare for its slow development of regulations and its sluggish enforcement of the statute. The Council suspected that so much attention had been focused on HEW that no one had investigated whether other Federal departments and agencies were fulfilling their own Title IX responsibilities.

Although Title IX often is regarded as a solely HEW-related statute, educational programs such as extension service, endowments for the arts and the humanities, veterans' assistance, apprenticeship and training programs and many more activities sponsored by other Federal agencies also are subject to Title IX.

The Council decided to see whether these other Federal agencies looked any better under its scrutiny than HEW did. It found that they looked even worse: five years after passage of Title IX, and despite statutory obligations to issue and enforce regulations, *not one* of twenty-four departments and agencies examined had done so.

The Council brought this situation to light in a 1978 report entitled *The Unenforced Law: Title IX Activity by Federal Agencies Other Than HEW.* A press conference and subsequent news stories added pressure and, as a result, limited progress has been made. The Departments of Agriculture and Energy have issued regulations. Other agencies have called upon Council staff for assistance in developing regulations.

In 1979, the Council will return to all the agencies mentioned in the original study to determine what progress each has made toward fulfilling its Title IX responsibilities. The Council will report the results of this follow up, giving credit to those agencies which have taken action to meet their responsibilities and indicating those which have been characterized by inertia.

One of the fiercest continuing debates since the passage of Title IX has concerned its effect on intercollegiate athletics. As HEW's Office for Civil Rights began the delicate task of developing proposed guidelines to implement Title IX in this difficult and crucial area, the Council assisted in a unique way: At the request of OCR, a Council staff member was assigned temporarily to that agency to head the task force which produced the draft policy guidelines. Later, when the draft was presented for public comment, the Council offered recommendations and suggestions.

Another emerging civil rights issue in 1978 was sexual harassment of students by faculty. This occurs when academic rewards are dependent on a student's willingness to grant sexual favors to a teacher. Though the extent of such harassment is unknown, the issue is becoming increasingly visible.

Since no official determination has been made as to whether Title IX protects

students in federally assisted institutions from sexual harassment, the Council commissioned a legal memorandum to explore the question.

The memorandum pointed out that, legally, the question is whether sexual harassment is a form of sex discrimination. It concluded that it is, because it demands that a student of one sex meet different conditions than a student of the other sex to receive the same educational benefits. The memo also concluded that, in some situations, federally assisted institutions may be held responsible for Title IX violations when sexual harassment occurs within their educational programs.

The Council brought this memorandum to the attention of the Office for Civil Rights with recommendations that that agency develop policies to deal with this issue. It advised the Office for Civil Rights to inform institutions that Title IX applies and that an institution could be help culpable for violations occurring in its programs. Such information could be the motivation institutions need to establish firm and explicit policies prohibiting sexual harassment of students.

In an effort to further define the importance of this problem and its frequency, the Council will issue a call for information from the public about instances of sexual harassment in educational institutions.

Vocational Education

Women long have been denied access to vocational and technical training other than for traditional "women's work." The result has been that many women are concentrated in low paying, low status, dead end jobs while skilled craftsmen enjoy high salaries and upward mobility. One of the Council's chief priorities has been to work for the elimination of sex bias and sex stereotyping in vocational education both as an end in itself and as a means of achieving economic equality for women.

Passage of the Vocational Education Act of 1976 was a useful step in this direction. A major purpose of the Act is to develop and carry out programs to overcome sex bias, sex discrimination and sex stereotyping in vocational education and to promote equal opportunities for both sexes.

However, when the U.S. Office of Education issued regulations late in 1977 to implement the Act, the Council feared that the 69 page document might be too cumbersome and incomprehensible to achieve its full potential for women. To assure that the Act has the maximum positive effect on the educational and economic status of women, the Council developed a summary of those provisions of the regulations which relate directly to the elimination of sex bias and stereotyping. It sent the summary, consisting of six pages—in plain English—to state directors of vocational education and state sex equity coordinators. Hundreds of requests for the summary continue to pour into the Council office.

Late in 1977, the Council took part in an unprecedented cooperative venture: it joined with the National Advisory Council on Vocational Education to form the Task Force on Sex Equity in Vocational Education. This group has been active throughout 1978 assisting the state sex equity coordinators, whose positions were created by the new Vocational Education Act, in carrying out their duties. Task Force members met with sex equity coordinators and developed charts of state and local resources and other materials to assist them in carrying out their mandated functions.

In other vocational education activity, the Council analyzed several state vocational education five year plans and informed the Commissioner of Education about areas where states typically fall short of compliance with the vocational education regulations. In one case of marked failure to address sex equity issues adequately, the Council recommended that the Commissioner disapprove the state plan.

The Council urged the Bureau of Occupational and Adult Education to monitor state and local vocational education advisory councils to assure that women and especially minority women are adequately represented.

Vocational education will continue to be a major concern for the Council. Sex discrimination and sex stereotyping still pervade the area. But great opportunities for educational and economic advancement will open up for women as truly equitable vocational education becomes a reality. Formal legislative progress already has been made. The needs now are for the vocational education community to understand and accept the spirit of the law, and for the community at large to stop stereotyping its own children.

Neglected Women

In 1978, the Council helped to publicize the plight of a rapidly growing subculture of women whose very survival may depend on their access to special educational services. These women are displaced homemakers, older women and single mothers: the neglected women in American society.

Displaced homemakers are women who, because of the loss of their husbands due to divorce, desertion, death or illness, find themselves heads of households with all the financial and organizational responsibilities that go with that position. Many of these women are totally unprepared for such responsibility. Having been homemakers exclusively throughout their adult lives, they often lack survival skills as basic as the ability to balance a checkbook or pay a bill.

Preliminary investigation showed that the population of displaced homemakers overlaps with that of older women (many of whom are divorced or widowed) and single mothers (who are solely responsible not only for themselves but also for small children). The Council determined to study the problems and needs unique to each group and those common to all three.

The Council held five hearings at community colleges in Paramus, New Jersey; Omaha, Nebraska; Baltimore, Maryland; Houston, Texas; and Van Nuys, California. More than 300 women representing the three groups testified in person or presented written testimony. Following the hearings, oral interviews were conducted in 19 states.

Although the Council had carefully planned the hearings so that women from a wide variety of geographic, economic, educational and cultural backgrounds would speak, much of the testimony was surprisingly similar.

An estimated 26 million Americans fall into one or more of the three categories of neglected women. Most of their problems can be traced to their painfully inadequate education. They are the products of an outmoded educational system which prepared girls for the roles of wife, mother and homemaker only. When these women find themselves with no provider, they suddenly realize that they also have no salable skills, no means of support and, often, no hope.

Council publication of *Neglected Women: The Educational Needs of Displaced Homemakers, Single Mothers and Older Women* helped bring a long ignored problem to light. The report noted that, while basic economic survival is the most pressing problem for these women, their lack of survival skills stems primarily from their educational backgrounds. Visible, economically feasible and easily accessible counseling and educational programs tailored to their special circumstances can give these women the skills and training which they were originally denied. And skills can give them a second chance to make a decent life for themselves and their children.

Publication of *Neglected Women* struck a nerve in the media and the public. The

breadth and depth of response to the report and the widespread media attention it received showed that the country is ready to confront a basic failure of its educational system. Simultaneously, the first National Conference on Displaced Homemakers, sponsored by the Older Women's League, added fuel to the fire at the time when displaced homemaker legislation was being enacted by Congress as part of the reauthorized Comprehensive Employment and Training Act.

Meanwhile, the regulations for the Vocational Education Amendments of 1976 stipulated that neglected women are a population to be reckoned with by the vocational education community. The regulations mandate that states use some of their vocational education funds for programs for displaced homemakers and single heads of households. The programs must include education and training to prepare these people for employment, courses in job search techniques and placement services upon completion of the training. Though service to displaced homemakers is mandatory, the level of funding is left to the discretion of each state, so how much progress will be made remains to be seen.

The Council is happy to have helped to focus attention on this needy and previously unrecognized group of women. It is gratified to see steps being taken on their behalf. It is pleased by the tremendous public response to the report and it hopes that resources listed in the publication have been helpful to readers. But the production and publication of *Neglected Women* has been a sobering experience. The letters that pour into the Council office, always beginning with the same phrase, "I'm one of those women. . ." and ending with a plea for help, continually demonstrate the desperate and still unmet needs of neglected women.

WEEA Site Visits

The National Advisory Council knows that practioners in the field—the educators, not the theoreticians—ultimately will determine if and when educational equity becomes a reality. Therefore, the Council has always been keenly interested in the heart of the WEEA program: the projects. Many Council members and staff have attended WEEA project directors conferences and have found them useful and interesting. These opportunities to meet project directors, share their experiences and get an overall view of the state of the art keep members informed about the practical side of the struggle for equity.

This year, members and staff who attended the November project directors meeting were particularly enthusiastic about a panel discussion on the need for a multi-cultural approach to educational equity. Since the Council has long espoused the need for special efforts to assure educational equity for minority women and girls, it was gratified to see this need so well presented by the panel.

Nineteen seventy-eight marked the beginning of a new activity: project site visits. During the year, members and staff visited about 25% of the WEEA projects currently funded throughout the country. At each site, the visitors met with the project director for frank discussions of goals and progress, setbacks and problems. The members also watched the project in action and reviewed products.

Although the purpose of the visits is to assist the Council in its evaluation of the WEEA Program, members soon become aware of another more personal benefit: a special sense of satisfaction at being in the field with educators and students and observing progress toward equity—progress that would be impossible without the WEEA Program. Visitors to WEEA projects were enthusiastic about the work being done with WEEA funds. They felt that they were going beyond theory, recommendations, advice and bureaucracy to see educational equity in the making. In 1978, as never before, Council members came to understand what WEEA really is all about.

A random sampling of projects visited in 1978:

- **Career Development for Female Offenders**
  Miami-Dade Community College, Miami, Florida

  Female offenders need help in the transition from prison to a useful life in the community. Many of them turned to crime initially because their lack of career skills and training left them unable to earn the money they needed to live. The Miami-Dade project is creating a model career development program for women offenders to prepare them to make the transition to life on the outside. The program provides basic skills and career courses, workshops, assertiveness training and counseling for inmates. It also will develop materials to assist those who work with female inmates to do so more productively.

- **Social Studies and History Supplement: Contributions of Women**
  Commission for the Improvement of Women's Rights, Santurce, PR

  A recent survey of reading, social studies and history texts used in elementary schools in Puerto Rico showed that they tend to reinforce traditional, oppressive female stereotypes. This project is developing supplemental pamphlets focusing on women's contributions in the history and life of the community. The materials developed will be made available to schools throughout Puerto Rico and to bilingual programs in the rest of the United States.

- **Colorado Girls and Women's Sports Commission**
  Colorado Commission on Women, Denver, Colorado

  Two of the main deterrents to women's participation in sports have been the often negative image of female athletes and the lack of information about sports opportunities for women. This project is creating films and other materials to improve the image of women in sports. It is also developing model workshops to increase women's sports confidence and a model clearinghouse of information on sports opportunities. The clearinghouse also sponsors special events to whet women's sports appetites.

- **Curriculum Development to Counteract Institutional Discrimination**
  Council on Interracial Books, New York, NY

  This project is developing a fifth grade curriculum to increase student awareness and understanding of institutional discrimination based on sex or race. The curriculum also will give students the skills and motivation they need to challenge institutional inequities in education and society.

Other Activities

The preceding pages have only highlighted those major areas on which the Council placed highest priority in 1978. Council activities are as varied as the population it represents and these summaries have barely scratched the surface of the Council's 1978 program. To round out the picture, a few other kinds of activities should be mentioned.

Education Division Monitoring

In its continuing effort to achieve equity within the Education Division of HEW, the Council has monitored the activities of the National Institute of Education and the U.S. Office of Education, both of which are in the process of reorganization.

The Council commends the National Institute of Education for its avowed intention to "mainstream" women's concerns throughout the Institute as part of its reorganization strategy. It will be interested to see how this policy affects the status of women as employees of the Institute and as subjects of its research.

The Council also commends NIE for following up on the Council's 1977 report entitled *Seven Years Later: Women's Studies Programs in 1976*. That publication suggested the need for additional research in a variety of areas, and NIE recently agreed to fund eight to ten research papers on those issues mentioned in the report. This move, together with NIE's plan to set aside three to five percent of its budget solely for grants to minorities and women, will help assure a healthy attention to women's concerns in 1979.

Progress by the U.S. Office of Education is more difficult to document. Although the Council was keenly interested in the Educational Affirmative Action Plan originally proposed to emphasize equity throughout USOE programs, time has passed without any discernable progress toward implementing that plan. The Council will continue to monitor this area.

The Council also participated in the Federal Interagency Committee on Education (FICE), a high level, multi-departmental group chaired by the Assistant Secretary for Education. A major accomplishment of FICE in 1978 was the completion of a report entitled *A Comprehensive Federal Education Policy*. The Council contributed to the development of that paper by persistently emphasizing the need for inclusion of women's equity issues in the policy.

Outreach

The Council realizes that its primary role is to function as an advisory body representing the public. To this end, it seeks to meet with its constituents as often as possible to discuss with them their perspectives, problems and suggestions concerning the achievement of educational equity for women. The Council has established strong ties with a

wide variety of women's organizations through day to day contact in Washington and by its formal role in the National Coalition for Women and Girls in Education. It has broadened contacts with women throughout the country by participating in conferences and conventions of national significance and by holding Council meetings throughout the United States. The out-of-Washington meetings usually include public participation sessions which explore critical educational issues from the perspectives of a broad range of women and educators in the region.*

The Council publicizes its most significant activities as widely as possible through the press and the broadcast media. In 1979, it will issue a public call for information on instances of sexual harassment of students in educational institutions. (For a full discussion of this issue, see page 7.)

Perhaps the most important means of increasing Council outreach has been the widespread distribution of the Council's many reports. In 1978, the Council published six new reports** and distributed over 16,000 copies of publications. Thousands of other articles, summaries and guidelines also have been distributed.

The Council feels that, through these kinds of efforts, it is becoming increasingly influential in the Federal Government and ever more representative of the women it seeks to serve.

For a complete list of 1978 Council meetings see Appendix C.

***For a complete list of Council reports, see Appendix D.*

In Process

The year ended with a number of major Council projects underway:

- **Socialization of Black Women and Girls**

  Studies have shown how sex role socialization leads girls to internalize sex stereotypes and see themselves in society's categories rather than as individuals capable of a broad range of activities and accomplishments. The development of "math anxiety" among high school girls appears to be a manifestation of such socialization. Other studies have shown how racial stereotypes can similarly limit the aspirations of their victims.

  In 1978, the Council reviewed the literature on the impact of socialization on the education of women. It found that, while researchers have devoted significant attention to the effects of sex role stereotyping on women in general, they have failed to study the differences between socialization of black and white women.

  The Council believes that in education, as in society, black women suffer under the double burden of stereotyping by race and sex. It wishes to determine what effect this double socialization has had and what steps

the Federal Government might take to begin to eradicate its ill effects.

To do this, the Council will conduct a public symposium on the socialization of black women and girls. The symposium will bring together researchers to present their findings and reactors to respond. The Council hopes to use the information it obtains to make policy and legislative recommendations to enable black women to move toward educational equity. The symposium will be held at Texas Southern University in the fall of 1979.

- **Minimum Competency Tests**

In 1978, much of the education community became caught up in the issue of minimum competency testing. Some 30 states already had established such tests and the year saw initiatives for a national minimum competency test.

The Council reviewed the literature on minimum competency testing and found that, although numerous studies have examined different performance patterns by race, few have investigated the question of whether there are different performance patterns by sex.

The Council initiated a study of the question. First, it will look at performance data from a sampling of state minimum competency tests to determine whether the tests result in different performance patterns by girls and boys. If the data appear to show a sex bias in the tests, the Council will isolate the specific areas where different performance is evident. It will then examine the language and content of the tests to determine the reasons for the differences; e.g., Do examples, words and situations used relate to experiences more common to one sex than another? Are areas of knowledge tested likely to be more familiar to one sex?

The Council will use this information to advise Federal officials on the effects of minimum competency testing on educational equity for girls. If results show that the tests are biased, that information will demonstrate the need to assure sex fair, as well as race fair, tests and will help test developers to achieve that goal.

- **The Educational Needs of Blue and Pink Collar Women**

In its series of investigations of the special educational needs of particular groups of women, the Council has examined the problems of rural women, single mothers, Indian women, displaced homemakers and older women. In 1978, it began work on a study of the educational needs of blue and pink collar (service worker) women.

The study is being done in cooperation with the National Commission on Working Women which began a series of six regional hearings in 1978 on the

special needs of working women. The hearings are targeted on the 80 percent of working women who are concentrated in traditional "women's work": low status, low paying, clerical, factory and service jobs.

The National Advisory Council coordinated with the National Commission to "piggy back" its specific educational study on the Commission's broader hearings. Four of the hearings were held in 1978; the last two will take place early in 1979.

Council representatives attending the hearings are noting the testimony relevant to the educational needs of these women. Questionnaires are being distributed by the National Commission to all participants to provide personal profiles of the women and other statistical data. The Council will use the information to develop a report on the special educational needs of blue and pink collar women.

- **Report on WEEA Projects**

Of all the activities in which the Council participated in 1978, perhaps those which generated the most enthusiasm were visits to WEEA project sites. Members felt that seeing WEEA in action was useful as a means of understanding the program more fully and putting it into perspective in order better to advise on its administration and improvement. At the same time, the site visits were uniquely interesting educational and uplifting in and of themselves.

Wishing to share these experiences with the public, the Council selected a cross section of interesting WEEA projects to be highlighted in a report set for publication in spring of 1979. The report will share with the public the reality of the WEEA Program and its human side: the effects projects have on those who implement them, those they serve and the institutions or communities in which they operate.

Appendix A

The Women's Educational Equity Act (P.L. 95-561)

SHORT TITLE: PURPOSE

Sec. 931 (a) This part may be cited as the "Women's Educational Equity Act of 1978."

(b)(1) The Congress finds and declares that educational programs in the United States, as presently conducted, are frequently inequitable as such programs relate to women and frequently limit the full participation of all individuals in American society.

(2) It is the purpose of this part to provide educational equity for women in the United States and to provide financial assistance to enable educational agencies and institutions to meet the requirements of title IX of the Education Amendments of 1972.

(c) As used in this part, the term "Council" means the National Advisory Council on Women's Educational Programs.

GRANT AND CONTRACT AUTHORITY

Sec. 932 (a) The Commissioner is authorized to make grants to, and enter into contracts with, public agencies, private non-profit agencies, organizations, and institutions, including student and community groups, and individuals, for activities designed to achieve the purpose of this part at all levels of education, including preschool, elementary and secondary education, higher education, and adult education. The activities may include –

(1) demonstration, developmental, and dissemination activities of national, statewide, or general significance, including –

(A) the development and evaluation of curricula, textbooks, and other educational materials related to educational equity;

(B) model preservice and inservice training programs for educational personnel with special emphasis on programs and activities designed to provide educational equity;

(C) research and development activities designed to advance educational equity;

(D) guidance and counseling activities, including the development of nondiscriminatory tests, designed to insure educational equity;

(E) educational activities to increase opportunities for adult women, including continuing educational activities and programs for underemployed and unemployed women; and

(F) the expansion and improvement of educational programs and activities for women in vocational education, career education, physical education, and educational administration; and

(2) assistance to eligible entities to pay a portion of the costs of the establishment and operation, for a period of not to exceed two years, of special programs and projects of local significance to provide equal opportunities for both sexes, including activities listed in paragraph (1), activities incident to achieving compliance with title IX of the Education Amendments of 1972, and other special activities designed to achieve the purposes of this part.

Not less than 75 per centum of funds used to support activities covered by paragraph (2) shall be used for awards to local educational agencies.

(b) For each fiscal year, the Commissioner shall use $15,000,000 from the funds available under this part to support activities described in paragraph (1) of subsection (a). Any funds in excess of $15,000,000 available under this part shall be used to support activities described in paragraph (2) of subsection (a).

APPLICATION; PARTICIPATION

Sec. 933. (a) A grant may be made, and a contract may be entered into, under this part only upon application to the Commissioner, at such time, in such form, and containing or accompanied by such information as the Commissioner may prescribe. Each such application shall –

(1) provide that the program or activity for which assistance is sought will be administered by or under the supervision of the applicant;

(2) describe a program for carrying out one or more of the purposes set forth in section 932(a) which holds promise of making a substantial contribution toward attaining such purposes; and

(3) set forth policies and procedures which insure adequate evaluation of the activities intended to be carried out under the application;

(b) Nothing in this part shall be construed as prohibiting men and boys from participating in any programs or activities assisted under this part.

SMALL GRANTS

Sec. 934. In addition to the authority of the Commissioner under section 932, the Commissioner shall carry out a program of small grants (as part of the grant program administered under section 932 (a)(1)), not to exceed $25,000, each, in order to support innovative approaches to achieving the purposes of this part; and for that purpose the Commissioner is authorized to make grants to public and private nonprofit agencies and to individuals.

CRITERIA AND PRIORITIES

Sec. 935. The Commissioner shall establish criteria and priorities for awards under this part to insure that available funds are used for programs that most effectively will achieve the purposes of this part. Those criteria and priorities shall be promulgated in accordance with section 431 of the General Education Provision Act.

NATIONAL ADVISORY COUNCIL ON WOMEN'S EDUATIONAL PROGRAMS

Sec. 936 (a) There is established in the Office of Education a National Advisory Council on Women's Educational Programs. The Council shall be composed of –

(1) seventeen individuals, some of whom shall be students, and who shall be appointed by the President, by and with the advice and consent of the Senate, from among individuals, broadly representative of the general public who, by virtue of their knowledge or experience, are versed in the role and status of women in American society;

(2) the staff Director of the Civil Rights Commission;

(3) the Director of the Women's Bureau of the Department of Labor; and

(4) the Director of the Women's Action Program of the Department of Health, Education, and Welfare.

The Council shall elect its own Chairperson from among the members described in paragraph (1).

(b) The term of office of such member of the Council appointed under paragraph (1) of subsection (a) shall be three years, except that –

(1) the members first appointed under such clause shall serve as designated by the President, six for a term of one year, five for a term of two years, and six for a term of three years, and

(2) any member appointed to fill a vacancy occurring prior to the expiration of the term for which his or her predecessor was appointed shall be appointed for the remainder of such term.

(c) The Council shall –

(1) advise the Secretary, Assistant Secretary, and the Commissioner on matters relating to equal educational opportunities for women and policy matters relating to the administration of this part;

(2) make recommendations to the Commissioner with respect to the allocation of any funds pursuant to this part, including criteria developed to insure an appropriate geographical distribution of approved programs and projects throughout the Nation;

(3) recommend criteria for the establishment of program priorities;

(4) make such reports as the Council determines appropriate to the President and the Congress on the activities of the Council; and

(5) disseminate information concerning the activities of the Council under this part.

(d) The provisions of part D of the General Education Provisions Act shall apply with respect to the Council established under this subsection.

REPORT

Sec. 937. The Commissioner is directed, not later than September 30, 1980, 1982, and 1984, to submit to the President and the Congress and to the Council a report setting forth the programs and activities assisted under this part, and to provide for the distribution of this report to all interested groups and individuals, including the Congress, from funds authorized under this part. After receiving the report from the Commissioner, the Council shall evaluate the program and projects assisted under this part and include such evaluation in its annual report.

AUTHORIZATION OF APPROPRIATIONS

Sec. 938. For the purpose of carrying out this part there are authorized to be appropriated $80,000,000 for fiscal year 1980, and each of the three succeeding fiscal years.

Appendix B

Committee Structure, Functions and Membership

Executive Committee

The Executive Committee consists of the chair and vice chair of the Council, chairs of the standing committees and at-large members the Council chair may choose to appoint. It is empowered to act for the Council between Council meetings when required by urgent matters.

Present membership: Marjorie Bell Chambers, Chair

Marguerite Selden, Vice Chair

Katherine Burgum

Elizabeth Fryer

Paul Parks

Bernice Sandler

Staff: Joy R. Simonson

The Civil Rights Committee

The Civil Rights Committee

- monitors and analyzes implementation and enforcement of Title IX and other civil rights statutes for their effect on educational equity for women and girls;
- establishes priorities for the attention of Council and staff;
- develops plans for new and more effective civil rights policy and programs;
- monitors results of Council actions pertaining to civil rights; and
- recommends action to the Council regarding the above activities.

Present membership: Bernice Sandler, Chair

Juanita Lott*

Eliza Carney

Agnes Dill

Gladys Gunn

Kathleen Humphrey

Staff: Francis Till

Federal Policies, Practices and Programs Committee

The Federal Policies, Practices and Programs committee

- monitors all Federal policies, practices and programs not specifically assigned to other Council committees to analyze their effect on educational equity for women and girls, including
  - following proposed legislation that specifically relates to those priorities delineated by the Committee;
  - monitoring the implementation of new legislation including the development of regulations that are pertinent to Committee priorities;
  - studying established programs and practices of Federal agencies dealing with education that are within the scope of Committee priorities;
  - establishing priorities for the attention of Council and staff; and
  - monitoring results of Council actions which are within the purview of the committee.
- Recommends action to the Council regarding the above activities.

Present membership: Paul Parks, Chair

Constance Downey*

Jon Fuller

Ellen Hoffman

Ruth Nadel*

Theresa de Shepro

Staff: Joyce Payne

**ex officio Council member*

The Public Information Committee

The Public Information Committee

- reviews Council publications for format and style;
- oversees publications not assigned to other committees;
- develops the annual report;
- disseminates Council publications;
- recommends means of gathering public input into the Council; and
- publicizes Council activities.

Present membership: Katherine Burgum, Chair

Jon Fuller

Staff: Kathleen Maurer

The WEEA Program Committee

The WEEA Program Committee

- is responsible for the Council's statutory functions pertaining to the WEEA Program, namely
  - providing advice to the Commissioner regarding the allocation of WEEA funds;
  - developing criteria to insure appropriate geographical distribution of programs and projects;
  - developing criteria for the establishment of Program priorities; and
  - evaluating the programs and projects assisted under the Act.
- makes recommendations concerning issues and language of WEEA regulations;
- monitors results of Council actions pertaining to WEEA;
- serves as the Council's primary liaison with the Women's Program Staff; and
- recommends action to the Council regarding the above activities.

Present membership: Elizabeth Fryer, Chair

Katherine Burgum

Agnes Chan

Thera Johnson

Mary Beth Peters

Richard Rossie

Marguerite Selden

Staff: Janice Wilcox

Appendix C

The National Advisory Council on Women's Educational Programs held five business meetings in 1978. Each included a special event or activity of particular concern to the members. Twenty-four committee meetings also were held.

Council Meeting, Washington, DC **1/31-2/1, 1978**

During this session the Council met with Mary Berry, Assistant Secretary for Education and with Patricia Graham, Director of the National Institute of Education. With Dr. Berry the Council discussed hiring practices within the Education Division of HEW, civil rights enforcement efforts, women's participation on advisory committees and review panels and plans for the reorganization of the U.S. Office of Education. The Council discussed with Dr. Graham how the current NIE reorganization would affect the status of women in NIE and the resources allocated for research on women's issues.

Council Meeting, Washington, DC **3/29-31, 1978**

During this session the Council met with Elizabeth Abramowitz, staff of the White House Domestic Council, for a discussion of the Administration's views on women's educational equity issues. Topics included Administration proposals for education legislation, Civil Service reform, revision of the veterans preference and pregnancy disability. Dr. Abramowitz pledged Administration opposition to any attempts to weaken Title IX.

Council Meeting, Pittsburgh, PA **6/23-24, 1978**

This session included a discussion with Leslie Posner, a local doctoral student, about her extensive research on blue collar women: how sex stereotyping in factory towns can be overcome; what role the Federal Government can take in assisting these women; how the factories can contribute to efforts to educate the community. The discussion sparked Council interest in this group which culminated in its current investigation of the special educational needs of blue and pink collar women.

Council Meeting, Washington, DC **9/18-20, 1978**

This session included orientation for new Council members and reorganization of Council committee structure to accommodate the additional responsibilities in the new Women's Educational Equity Act.

Council Meeting, Nashville, TN **12/1-2, 1978**

This session included a heated public hearing on sex discrimination in higher education in the State of Tennessee. Witnesses included representatives of the Tennessee Higher Education Commission, the University of Tennessee and the State University and Community College System. A State legislator and a host of women from various colleges and universities blasted the state universities and colleges for alleged discriminatory practices.

Civil Rights Committee	Washington, DC	9/19/78
	Nashville, TN	11/30/78
Executive Committee	Washington, DC	3/28/78
	Washington, DC	5/15/78
	Pittsburgh, PA	6/21/78
	Washington, DC	9/19/78
	Nashville, TN	11/29/78
Federal Policy and Practice Committee	Washington, DC	1/30-31/78
	Washington, DC	3/19-30/78
	Pittsburgh, PA	6/22/78
	Washington, DC	9/19/78*
	Nashville, TN	11/30/78
Legislation Committee	Washington, DC	1/30-31/78
	Washington, DC	3/30/78
	Pittsburgh, PA	6/22/78*

**After this meeting the Legislation Committee was dissolved and reestablished as the Civil Rights Committee.*

Program Committee	Washington, DC	1/30-31/78
	Washington, DC	3/29/78
	Washington, DC	5/6/78
	Pittsburgh, PA	6/22/78
	Washington, DC	9/19/78**
	Nashville, TN	11/30/78
Public Information Committee	Pittsburgh, PA	6/22/78
	Washington, DC	9/19/78
	Nashville, TN	11/30/78

***At this meeting the name of the Program Committee was changed to WEEA Program Committee.*

Appendix D

Council Reports

If you would like to receive any of the Council's publications, please *print* your name and address below and check the appropriate spaces. Send this form to the National Advisory Council, 1832 M Street, N.W., Suite 821, Washington, D.C. 20036.

If you wish to receive one of the asterisked reports, please contact ERIC or the Government Printing Office directly.

* 1977 Annual Report (GPO-017-080-018-42-0 $1.60)

_____ The Educational Needs of Rural Women and Girls

_____ Neglected Women: Educational Needs of Displaced Homemakers, Single Parents and Older Women

_____ Seven Years Later: Women's Studies Programs in 1976

_____ Sex Discrimination in Guidance and Counseling

* The Unenforced Law: Title IX Activities by Federal Agencies Other Than HEW (GPO-017-080-018-40-3 $2.30)

_____ The Educational Needs of Blue and Pink Collar Women

* Women's Participation in Management and Policy Development in the Education Division (ERIC # ED146696 $4.67)

* Efforts Toward Sex Fairness in the Use of Education Division Funds (ERIC # ED146697 $3.50)

* Assessing the Impact of Education Division Programs on Girls and Women (ERIC # ED150430 $1.67) (GPO-017-080-018-23-3 $1.10)

* Sex Fairness in Education Division Communications, Products and Dissemination Strategies (ERIC # ED154320 $2.60)

* Sex Bias: Education Legislation and Regulations (ERIC # ED153332 $2.06)

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